



AUDIT OF  
COLLECTION AND DISTRIBUTION OF FEES  
FOR DOMESTIC VIOLENCE SHELTERS

**From The Office Of State Auditor  
Claire McCaskill**

Report No. 2000-97  
September 25, 2000

**Domestic violence victims need better  
support from local and state government.**

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**PERFORMANCE AUDIT**



Office Of The  
State Auditor Of Missouri  
Claire McCaskill

September 2000

[www.auditor.state.mo.us](http://www.auditor.state.mo.us)

**More than 5,000 women and children were turned away from full domestic violence shelters in 1998, even though millions of dollars in additional funding could have been available to help these victims.**

This audit report details the State Auditor's Office assessment of state laws relating to collecting and distributing fees to fund Missouri's domestic violence shelters as well as a tax credit program designed to increase donations to shelters. We determined that while the intent of the laws was good, they did not maximize the state's ability to protect these victims because some fees are optional and not authorized by many local governments, some optional fees were authorized by local governments yet not collected, some fees were placed in wrong accounts or remained idle in accounts, and the tax credit program was underutilized.

According to state law, a county may collect up to four different fees to help fund shelters. These fees include a mandatory fee on marriage licenses and three optional fees on criminal cases, civil cases and marriage licenses (in addition to the mandatory fee). But more than half of Missouri's counties chose to not impose any of these optional fees. Under current law these fees could generate an estimated additional \$902,000 for shelters. (See page 5)

We found some counties deposited money in the wrong accounts or had passed laws to collect fees, but never did. Other counties held collected money year after year and never disbursed it. Nearly \$500,000 sat idle in accounts statewide, including one city that held more than \$300,000 even though local shelters reported turning away at least 1,300 victims. (See page 8)

Shelters also could have benefited more from a state tax credit program, which gives tax credits to businesses or citizens who donate to shelters. The program offers up to \$2 million annually in tax credits and is designed to generate up to \$4 million yearly in donations to shelters. Our review showed that this 3-year-old program is underutilized with only \$1.5 million donated out of a possible \$12 million. (See page 6)

We concluded that domestic violence shelter funding from statutory fees and donations related to this tax credit program would work better for the victims if:

- Applicable optional fees were adopted by all counties and cities,

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- A central collection and distribution point for the fees was established — preferably at a state agency that is already administering a grant program benefiting domestic violence shelters,
- The tax credit program was better publicized to encourage donations and contributions, and
- Local governments collected the fees they were supposed to collect.

The most critical change needed in the law is the establishment of a centralized collection and distribution system for all statutory domestic violence fees. Without this change, local governments will continue to hoard funds under the guise of possibly building a future shelter at the expense of helping victims in need now.

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**CLAIRE C. McCASKILL**  
**Missouri State Auditor**

Honorable Mel Carnahan  
and  
Members of the General Assembly

The State Auditor performed an audit of domestic violence shelter funding. The audit focused on local government and shelter compliance with the requirements of Sections 455.200 to 455.230, RSMo (Shelters for Victims of Domestic Violence). Some domestic violence shelter funding arises from mandatory fees imposed on marriage licenses under Section 451.151, RSMo, optional fees imposed on marriage licenses and civil court cases under Sections 455.205, RSMo, and optional fees imposed upon criminal cases in municipal and circuit courts under Section 479.261, RSMo. Those fees are to be distributed to shelters for victims of domestic violence. The audit also examined state and federal grant funding as well as tax credit programs available to benefit shelters. The objectives of the audit were to determine if:

- Domestic violence funds collected through fees and grants are properly used to provide shelter for victims,
- Domestic violence victims have access to shelters commensurate with the funding collected to provide shelter for them, and
- Shelters and local governments were complying with the statutory requirements related to domestic violence shelter fees.

We concluded that domestic violence victims are not receiving assistance and services to which they are entitled due to various problems with the collection and distribution of fees and underutilization of a tax credit program providing funding to shelters. Detailed reporting requirements and application processes were not adequately complied with by shelters and local governments.

A handwritten signature in black ink that reads "Claire McCaskill".

Claire McCaskill  
State Auditor

April 4, 2000 (fieldwork completion)

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## **RESULTS AND RECOMMENDATIONS**

### **1. Domestic Violence Victims Are Not Receiving Assistance and Services to Which They Are Entitled**

There is an unmet need for domestic violence funds that could be alleviated with better distribution of funds collected and increased use of a domestic violence tax credit program. Some counties do not have domestic violence shelters and as a result did not distribute any of the funds collected from year to year. Some counties did not distribute monies they collected because they did not receive a request for funds. While other counties had shelters that turned away victims because they lacked sufficient funding to provide services or lacked adequate space. There were several causes for this unmet need.

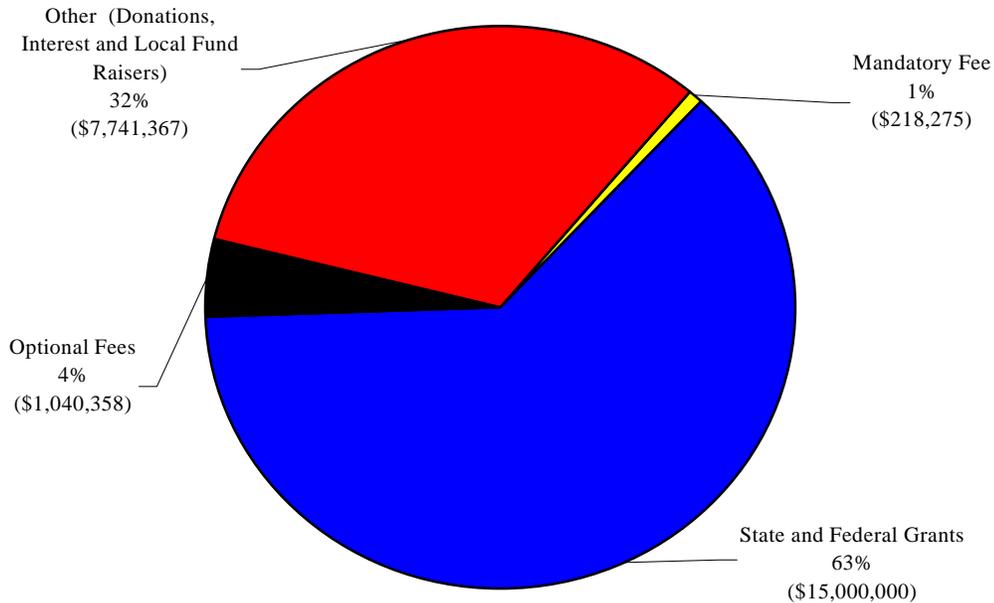
- ❑ Missed opportunities to maximize the amount of funds that could be collected.
- ❑ Lack of public awareness for a tax credit program tied to donations made to domestic violence shelters.
- ❑ Failure to collect fees that were authorized or unidentified errors causing fees collected for domestic violence shelter purposes to be placed in wrong accounts.
- ❑ Lack of cooperation between counties that had funds and shelters outside of the county that needed funds.
- ❑ Lack of a centralized collection and distribution system.

As a result, funding available to help victims of domestic violence is less than what it could be and some victims of domestic violence were not able to receive assistance and services.

#### **Funding for domestic violence shelters comes from several sources**

State and federal grants as well as statutory fees on marriage licenses and civil and criminal court cases provide funding for domestic violence shelters. Additionally, funding comes from interest income, local community fund raisers and donations which includes donations associated with a state tax credit program. Domestic violence funding available to shelters during 1998 exceeded \$24 million. Statutory fees collected amounted to about \$1.2 million or 5 percent of the total funds collected. The following chart illustrates domestic violence shelter funding for 1998:

### 1998 Shelter Funding By Source



### There were more than 43,000 victims of domestic violence in 1998

The *1998 Missouri Crime Summary* compiled by the Missouri Highway Patrol reported there were 43,318 incidents of domestic violence reported that year. These numbers appear to be understated because more than 20 percent of the approximately 480 local law enforcement agencies listed in the report did not submit any crime reports during the year. Approximately 10 percent (4,095) of the incidents occurred in a county without a domestic violence shelter. These victims may have received shelter services in neighboring counties or even other states; however, this result cannot be determined.

The state does not compile any statewide statistics on the number of people served by domestic violence shelters. However, the Missouri Coalition Against Domestic Violence (MCADV), a statewide advocacy organization having 49 domestic violence shelters as members, collects and compiles service statistics provided by its members on a voluntary basis. To evaluate the accuracy of this data we obtained service statistics directly from 15 of the 49 shelters that had reported statistics to the MCADV and compared them to the statistics compiled by the MCADV. We determined the MCADV statistics are materially accurate but may slightly understate the number of women and children served because some shelters did not report information to the MCADV each month.

According to the MCADV records, 4,278 women and 4,769 children were provided shelter from domestic violence in 1998. The total number of bed nights provided was 167,021. The MCADV also reported 5,332 women and children were turned away because a shelter was full.

5,332 victims were turned away from shelters

*(See Appendix X, page 30, for Missouri Coalition Against Domestic Violence Shelter Statistics by region.)*

**Counties and cities can adopt optional fees**

Missouri statutes gave counties and cities the option to assess fees to fund shelters for victims of domestic violence. These fees are in addition to a mandatory \$5 fee to be charged by counties for marriage licenses.

| Statute | Description           | Amount         | Applies To                         |
|---------|-----------------------|----------------|------------------------------------|
| 455.205 | Marriage License Fee  | \$ 5           | Counties and the City of St. Louis |
| 455.205 | Fee on Civil Cases    | 2 <sup>1</sup> | Counties and the City of St. Louis |
| 479.261 | Fee on Criminal Cases | 2              | Counties and Cities                |

**More than 50 percent of the state’s counties did not impose optional fees**

We determined that 60 of the state’s 114 counties did not pass orders imposing any of the optional fees to fund shelters for victims of domestic violence. In response to our survey, county officials cited the following reasons for not implementing optional fees:

Optional fees were not implemented

- ❑ The county did not have any shelters.
- ❑ The county did not pass an ordinance to collect the fees.
- ❑ The local shelter had adequate funding without the optional fees.
- ❑ The County Commission did not believe the shelter located in a nearby county would serve a significant number of county residents.
- ❑ The local court personnel were not aware of the optional fee on criminal cases or the local judge did not support the imposition of the fees on criminal cases.

Because these fees are optional, implementation of them has been sporadic across the state’s 114 counties.

- ❑ Ten counties had a shelter located within the county but did not adopt any optional fees.

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<sup>1</sup> This \$2 rate became effective August 28, 1999. Previously, the rate was \$10. Until August 28, 2000, the fee only applied to dissolution of marriage cases.

- Five counties and the city of St. Louis adopted all three optional fees for domestic violence funding.
- Only 44 counties adopted the optional fees on both marriage licenses and civil court cases. A shelter was located in 26 of these 44 counties.

We also surveyed the 62 largest cities by population in the state to determine which cities had adopted the optional fee authorized under Section 479.261, RSMo. Forty-seven of these 62 cities had passed ordinances authorizing collection of this fee. Officials from the remaining 15 cities cited similar reasons as those noted above by county officials for not implementing the optional fee.

Section 455.205, RSMo does not restrict the adoption of optional fees to counties having a shelter. Section 479.261, RSMo, specifically allows adoption of the optional fee on criminal cases by “any county or municipality whose residents are victims of domestic violence and are admitted to such shelters...”.

Local governments that have not imposed optional fees still have the opportunity to do so. In conjunction with the changes associated with Missouri’s implementation of a statewide court automation system, the optional fee statutes changed effective August 28, 1996 and limited local governments from imposing the fees unless the order or ordinance was effective prior to January 1, 1997. Changes to Section 455.205, RSMo which became effective August 28, 2000 extended this date until January 1, 2001 for two of the optional fees. In addition, since Missouri’s statewide court automation system is still being developed, the office of State Courts Administrator has generally granted waivers allowing local governments to authorize and impose any of the three optional fees outside established statutory limits.

*(See Appendix IV, page 22, for a map of counties by types of fees collected and shelter locations and Appendix VI, page 25, for a list of surveyed cities that are not collecting the criminal case optional fee.)*

**An additional \$902,000 could be made available if optional fees were adopted**

An estimated \$902,000 would be available each year for domestic violence victims if counties and cities implemented the optional fees. We based our estimate for marriages upon the number of marriages reported by the Department of Health in *Missouri Vital Statistics 1998* occurring in those counties and cities that did not collect the fees. For civil and criminal cases we used statistics reported in the *Missouri Judicial Report* and information supplied by the surveyed cities.

\$902,000 in additional annual funding could be available

*Missouri Vital Statistics 1998* reported 9,200 marriages in counties which had not adopted the optional fee on marriage licenses. According to the *Missouri Judicial Supplement* about 275,000 civil cases are filed statewide each year About 244,000 of

these cases are filed in counties that have already adopted this fee. In addition, the *Missouri Judicial Report* reported about 500,000 criminal cases handled by state courts each year for which the domestic violence fee would be collected. The six counties and the city of St. Louis that have adopted the optional fee on criminal cases handle about 200,000 of these cases. The city criminal cases related to the 15 cities that did not impose the optional fee. These cities reported approximately 97,000 municipal court cases handled annually. Our estimates are shown in the following table:

| <u>Fee</u>          | <u>No. of Cases</u> | <u>Fee Amount</u> | <u>Total Available</u> |
|---------------------|---------------------|-------------------|------------------------|
| Marriage            | 9,200               | \$ 5              | \$ 46,000              |
| Civil Cases         | 31,000              | 2                 | 62,000                 |
| Criminal Cases      | 300,000             | 2                 | 600,000                |
| City Criminal Cases | <u>97,000</u>       | 2                 | <u>194,000</u>         |
| Total               | <u>437,200</u>      |                   | \$ <u>902,000</u>      |

Funds for domestic violence shelters could be maximized through legislative action.

**Additional funds could be made available by better use of tax credits**

Effective January 1, 1998, Section 135.550, RSMo authorized a Domestic Violence Shelter Tax Credit program. The Department of Public Safety (DPS) manages this program and funding is limited to \$2 million in tax credits being available annually. The tax credit program works as follows:

- ❑ Businesses or citizens donate money to the shelter and receive a tax credit. The contributor receives a 50 percent state tax credit for each \$1 contributed to a shelter.
- ❑ Contributions must be at least \$100 and each contributor is limited to receiving \$50,000 in tax credits annually.
- ❑ Shelters wishing to participate in the tax credit program must apply to the DPS. Each approved shelter receives an equal share of the tax credits to be made available. (For example if 40 shelters apply and are approved for the program in a particular year each shelter would be allocated \$50,000 of the \$2 million available tax credits.)
- ❑ If a shelter has issued all available credits in a particular year, the shelter may contact the DPS to obtain additional credits. The DPS will contact shelters that do not appear to be in need of all assigned credits to receive authorization to transfer the unneeded credits.

The tax credit program is designed to generate up to \$4 million in donations to shelters annually. However, our analysis disclosed that this source of funding is not frequently used. The amount of tax credits granted in the last 3 fiscal years is shown in the following table:

| <b><u>Fiscal Year</u></b> | <b><u>Tax Credits Granted</u></b> |
|---------------------------|-----------------------------------|
| 1998                      | \$ 75,051                         |
| 1999                      | 369,936                           |
| 2000                      | <u>295,455</u>                    |
|                           | \$ <u>740,442</u>                 |

Only a few shelters used all assigned credits in a particular year. During the first two and one-half years this tax credit has been in place, less than 15 percent of the available tax credits have been granted. It appears the legislature’s intent in creating this tax credit was to generate up to \$4 million in donations to domestic violence shelters annually; however, thus far it has generated much less (approximately \$1.5 million out of a possible \$12 million ).

The Department of Public Safety recently reported that 74 percent of the donors participating in the tax credit program were previous donors. As a result, increased public awareness about the existence of this tax credit program should help establish a consistent donor base.

**Authorized fees were not collected or were not allocated properly**

Some county officials did not follow enacted orders to collect optional fees on marriage licenses or dissolutions of marriage, and others collected fees but deposited them in the wrong account. As a result, funds that could have been made available for shelters were not. The following table shows the impact of these errors and is based on an estimate of the number of marriages and the number of dissolutions of marriage that occurred during the time periods when the fees were not collected or placed in the wrong account.

\$31,000 should have been made available

| <b><u>County</u></b> | <b><u>Number Of Years In Error</u></b> | <b><u>County Action</u></b> | <b><u>Annual Lost Revenue</u></b> | <b><u>Total Lost Revenue</u></b> |
|----------------------|--|-----------------------------|-----------------------------------|----------------------------------|
| Cass                 | 6                                      | Did not collect             | \$ 2,500                          | \$ 15,000                        |
| Saline               | 3                                      | Did not collect             | 1,000                             | 3,000                            |
| Mississippi          | 3                                      | Did not collect             | 500                               | 1,500                            |
| Texas                | 9                                      | Deposited in wrong account  | 1,000                             | 9,000                            |
| Shannon              | 5                                      | Deposited in wrong account  | 500                               | <u>2,500</u>                     |
|                      |  |                             |                                   | \$ <u>31,000</u>                 |

When we presented this information to the county officials, they stated that they would begin collecting the fees and depositing them in the appropriate account.

### **Interest accumulated on idle domestic violence funds should be available for distribution**

Although state statutes do not provide for retaining interest earned on domestic violence special revenue funds, Attorney General Opinion 171-91 issued in 1991 clearly states that if a domestic violence fund earns interest, the interest earnings should remain with the fund. Forty-six counties and the city of St. Louis did not allocate interest to the fund or funds receiving the domestic violence fees. Based upon a 3 percent interest rate and the estimated average balance in the domestic violence funds for these 46 counties, we estimated approximately \$4,000 in interest could have been available for domestic violence funding if these counties had credited the domestic violence funds with interest. We estimated that the domestic violence funds in the city of St. Louis could have received approximately \$12,000 in interest. A city of St. Louis official stated that interest is allocated to special revenue funds only if the originating ordinance requires the allocation to the fund. This language was not included in the city's domestic violence fee ordinance.

\$16,000 in interest should be used for victims

The amount of interest would be minimal for those counties that collect relatively small amounts of domestic violence funds or distribute funds monthly. However, interest should be credited to the domestic violence funds in counties that collect more significant amounts or hold domestic violence funds for quarterly or semi-annual distribution.

### **Domestic violence victims did not receive services**

Our audit tests and responses to questionnaires disclosed that victims did not receive services because funds were not distributed and attempts were not made to send idle funds to areas in the most need for the funds. As a result, victims were turned away at some shelters and may not have received needed services.

\$500,000 was idle and not available for shelter use

### **Domestic violence funds were not distributed**

Domestic violence fees are distributed at the discretion of the boards established by the local governing body or the local governing body itself if a separate board is not established. Shelters may receive funding based on annual requests to the designated board.

Twenty-two counties did not distribute domestic violence fees in 1998 and were holding \$107,221 at December 31, 1998. The city of St. Louis held a balance of \$304,753 as of June 1999. Examples follow:

| <u>County/City</u> | <u>Amount Not Distributed</u> | <u>Reason for Not Distributing</u>  |
|--------------------|-------------------------------|---|
| City of St. Louis  | \$304,753                     | No Reason   |
| Miller             | 34,351                        | No shelter, shelters in other counties did not document that Miller County residents were served, Miller County not represented on boards of shelters in other counties requesting Miller County funds, requests for funds did not meet eligibility requirements. |
| Stoddard           | 18,775                        | Board did not make any funding recommendations  |
| Pemiscot           | 10,557                        | Funding request was not received from shelters  |
| Webster            | 5,022                         | Holding funds in the event a shelter would be built   |

The funding available exclusive of grants and federal funding in all counties and surveyed cities at December 31, 1998 or city fiscal year end totaled more than \$1.2 million. Of these amounts nearly \$500,000 was being held for undetermined reasons, potential future shelters in the community, or lack of funding requests made by shelters.

*(See Appendices V - VII, pages 23-26, for a summary of domestic violence fund financial activity for counties and cites as well as a summary of counties and cities that did not distribute funds in 1998 or held significant balances at December 31, 1998 when compared to annual revenue.)*

**The fee distribution system does not ensure that needs are met**

Because the fees are collected and distributed in a decentralized manner, the money is not being distributed where there is a demand for services. Counties are holding funds with the expectation that a qualified shelter will request them at some future time. Some shelters do not make requests for the funds and some county boards do not make recommendations to provide funds to shelters. Additionally, some counties do not cooperate with shelter officials in other counties to ensure victims are served. The shelter-less county can provide funds to a shelter in another county where that county's victims are probably already being served. However, as in Miller County, parochial interests serve as roadblocks to cooperation. Demands to serve on the board of the shelter in the neighboring county, proof that the shelter served Miller County victims, and lack of shelters within the county do not help meet the intent of the law—to serve domestic violence victims within the state.

The northwest corner of the state does not have any shelters (Atchison, Gentry, Holt, Nodaway and Worth counties). As a result, victims are either not served or must travel to more remote areas for service. Those five counties reported 84 incidents of domestic violence in 1998. At December 31, 1998, four of these five counties held domestic violence fees of \$8,568 and did not make distributions in the last several years. Representatives from the shelter in St. Joseph indicated that shelter serves the area

through an outreach program and will provide transportation to the shelter. There is also a shelter in Iowa that provides services to northwestern Missouri residents.

### **Domestic violence victims are being turned away from shelters**

We contacted shelter officials in the St. Louis, Kansas City and southwestern areas of the state regarding the 5,332 women and children reported by the MCADV as being turned away from shelters due to lack of space. Shelter officials indicated there would be some duplication within the number of individuals turned away since individuals in need of shelter services are referred from one shelter to another until available space is located. However, this duplication in counts emphasizes the problem of providing shelter when needed. How many shelters must a victim go to before finding safety? In the Kansas City area, the area with the highest number of individuals turned away, shelter officials indicated that two of the four existing shelter providers have expanded the number of beds available and the other two are conducting or considering a capital campaign to raise funds for new or expanded space. Funds that are idle in counties that do not use them could be made available for these locations if there was a better fund distribution system.

To improve the allocation of domestic violence fee revenues to shelters serving victims, the General Assembly should consider statutory changes that would centralize the collection and distribution of these fees at one of the state agencies already managing grant or tax credit programs established to benefit domestic violence shelters. With such a change the total fees generated for domestic violence shelters would be easily determined and an equitable means to distribute this money could be developed to help ensure services are available for domestic violence victims when needed.

### **Conclusion**

We concluded that with a few changes in the law, the state could improve service to domestic violence victims. Current weaknesses in the law and in practices in counties and cities have caused victims to be turned away from shelters and created unnecessary burdens on the victims. Funds that remain idle in accounts held by counties and cities do not currently benefit victims of domestic violence and may never do so.

### **Recommendations**

We recommend that the General Assembly:

- 1.1 Authorize centralized collection and distribution of domestic violence fees at one of the state agencies already managing grant or tax credit programs established to benefit domestic violence shelters.
- 1.2 Revise the distribution requirements to ensure idle funds are redistributed to locations that can use them.

- 1.3 Pass legislation requiring that interest revenue on domestic violence funds be retained in the domestic violence fund account.
- 1.4 Provide resources to the Department of Public Safety to develop and implement a public awareness campaign to increase use of the Domestic Violence Tax Credit program.

## **2. Local Governments and Shelters Are Not Consistently Complying with The State's Domestic Violence Funding Laws**

Many county governments do not require shelters to submit annual funding requests or provide an annual report of services provided as required. Some cities included in our survey did not believe these requirements applied to them. We attributed the noncompliance to:

- ❑ Statutory requirements that are detailed and cumbersome for shelters and local government officials to evaluate given the limited domestic violence funding being handled,
- ❑ Statutory requirements that are at times unclear as to whom they apply to and what is expected, and
- ❑ Statutory requirements that have not been updated in the last 20 years based on changes taking place regarding domestic violence funding.

As a result, many counties and cities do not see the need for compliance with many statutory provisions or do not consider the required information to be useful given the lack of clarity in the law.

### **Counties and cities are not consistent in determining shelter eligibility or requiring shelters to apply for funds and provide statistical reports and audit results**

Shelters interested in receiving domestic violence funds must apply to the designated authority established by the governing body of the county or city. All applications must be submitted by October 1 of the year preceding the year funding is desired. Section 455.230, RSMo requires shelters that receive funding from domestic violence fees to also submit annual financial and service statistics reports and the results of an audit of their financial records.

Our survey results indicated 73 counties and the city of St. Louis received funding requests from shelters that properly included the items required under Section 455.215, RSMo. (*See Appendix II, pages 18 -19, for the items required in each funding request.*)

Seventy-one counties and the city of St. Louis indicated that they had determined that the shelters making funding requests met the eligibility requirements of Section 455.220, RSMo. Five counties (Carroll, Linn, Mercer, Ripley and Wright) indicated that the funding request did not meet the requirements and the county had not determined eligibility of the shelter but provided funding anyway. Two counties (Miller and Webster) each holding at least \$5,000 in domestic violence funds indicated the requests complied with the requirements and had determined the requesting shelter to be eligible but did not provide funding. (*See Appendix II, page 19, for shelter eligibility requirements.*)

Of the 44 cities collecting and distributing fees, 18 forwarded these monies to their local county government. Essentially these cities chose the county as their designated authority and relied upon the county to handle the funding requests, eligibility determination and to ensure the

required annual reports were received. Each city retained the right to determine which shelter would receive the city's funds. This method for handling these monies was used primarily by cities in the St. Louis area.

When a city does not designate county officials as the designated authority, it appears the statutory requirements of Section 455.200 to 455.230, RSMo fall upon the city. We noted 24 cities provided direct funding to a shelter. Of those 24 cities, only 9 reported receiving funding requests that met statutory requirements and determined that shelters were eligible for funding.

Only 57 of the 91 counties and 11 of the 24 cities that provided funding directly to shelters in 1998 indicated the required financial, statistical, and audit results were received and in substantial compliance with statutory requirements.

In 1998, 50 counties reported domestic violence fee revenue of less than \$1,000. Currently, there is less than one shelter for every two counties in the state. As a result, most shelters serve victims from several different counties and must apply to several county or city designated boards to receive what in many cases are limited domestic violence fees. In addition, most shelters today apply for and receive state and federal grant funding through programs administered by several state agencies. These programs generally involve application processes to determine eligibility as well as post-expenditure reporting requirements. With mechanisms already in place to evaluate shelter eligibility and for shelters to report program results, having hundreds of county and city designated authorities receive funding requests, determine eligibility and receive program result reports appears to be a redundant process.

A centralized registration and reporting system for shelters requesting domestic violence funds would enable more consistent reporting and better oversight of domestic violence funds. Such a system, that could be established at one of the state agencies currently administering grant or tax credit programs that benefit shelters, could determine which shelters are eligible for funding and receive and compile the required financial and statistical reports. If local governments continue to retain the domestic violence fee monies and receive shelter funding requests, they could access this centralized data to determine a shelter's current eligibility status as well as its compliance status for prior year funding.

*(See Appendices VIII - IX, pages 27-29, for a summary of county and city survey responses)*

### **Statutory requirements could be more clear**

Four cities responded on the survey that they did not believe the statutory requirements of Sections 455.200 to 455.230, RSMo applied to cities. Most of the cities that did not appear to comply with the requirements stated the distribution to the shelter(s) is set forth in the original city ordinance authorizing the fee and they were simply following the ordinance. Therefore, these cities did not feel it was necessary to comply with the administrative requirements; however, 11 cities were in substantial compliance with these requirements.

The law needs to be clarified for cities

As a result, it is not clear whether or not these statutes apply to cities collecting fees under Section 479.261, RSMo.

Section 455.230, RSMo requires annual statistical reporting for shelters receiving domestic violence fee funding. The statute details the specific statistical data required; however, it could be improved if a specific reporting format was mandated and some provisions were added to allow for statewide compilation of this data. The statute requires designated boards providing funding to more than one shelter to compile the reported statistics from shelters; however, the statute does not explain what is to be done with the compiled data.

Two counties (Schuyler and Clark) provided funding to victim advocacy programs in the community rather than a domestic violence shelter. While such use of these monies appears to benefit victims of domestic violence it is not clear from the state statutes whether or not such expenditures are an appropriate usage of these fees.

## **Conclusion**

We concluded that the statutory funding request, eligibility determination and reporting requirements place too much administrative burden upon local governments and shelters and in some cases the statutory requirements are not clear.

## **Recommendations**

We recommend that the General Assembly:

- 2.1 Revise Sections 455.200 to 455.230, RSMo to reduce the administrative burden placed upon political subdivisions and shelters for victims of domestic violence. The General Assembly could establish a centralized shelter registration and data collection process at one of the state agencies already administering a grant or tax credit program benefiting shelters for victims of domestic violence. The same agency could also handle the centralized collection and distribution of the domestic violence fees.
- 2.2 Clarify the applicability of the funding request, eligibility and reporting requirements of Sections 455.200 to 455.230, RSMo to cities collecting fees under Section 479.261, RSMo; explain what local governments are to do with the compiled shelter reporting information which is required to be compiled under Section 455.230, RSMo; and specify if advocacy or other domestic violence services not provided by domestic violence shelters are allowable usage of domestic violence fee funding under state law.

**OBJECTIVE, SCOPE AND METHODOLOGY**

**Objective**

To determine if domestic violence funds collected through fees and grants are properly used to provide shelter for victims. Also, to determine if domestic violence victims have access to shelters commensurate with the funding collected to provide shelter for them.

**Scope and Methodology**

We mailed questionnaires to the state's 114 counties, the city of St. Louis, and the state's other 62 largest cities by population to determine if they implemented the optional fees available for funding domestic violence shelters. The questionnaire asked these entities to:

- Identify which of the optional fees they had implemented.
- Provide calendar year 1998 financial data for the special revenue fund(s) where these fees were placed.
- Provide information on compliance with various domestic violence funding statutory requirements.
- Report which domestic violence shelters received funding in 1998.

We used calendar year 1998 as the baseline for our survey because this was the most current full year where the optional fees did not change. In addition, the statistical data published by the Department of Health that we used for some of our analytical procedures was not available until August 1999. A response providing at least some of the requested information was received or obtained from each county and most cities. The cities of Blue Springs, Farmington, Jennings and O'Fallon were the only cities that did not provide the majority of the requested data.

We asked the counties or cities to explain why they did not implement the optional fees if they had not implemented them. We also requested the cities that had not adopted the optional fee allowed for criminal court cases under Section 479.261, RSMo to report the number of cases handled in the city's municipal court in 1998.

We performed analytical procedures to gain some assurance that the financial data and the responses to the other survey questions were reasonable. We made additional inquiries to many county and city officials and sought additional clarification to the survey responses as deemed appropriate. We did not generally visit the political subdivisions or review supporting documentation of the revenues, expenditures, or balances of the special revenue fund used to

manage this funding. We did not visit any shelters for victims of domestic violence or perform any detailed review of shelter financial documentation or documentation supporting service statistics.

We obtained statistics of the number of persons served by domestic violence shelters during 1998 from 15 shelters and also summary statistical data from the MCADV, an advocacy organization having the majority of domestic violence shelters in Missouri as members. We also obtained statistics on court activity from the *Missouri Judicial Report* prepared by the office of State Courts Administrator and numbers of domestic violence incidents from the *Missouri Crime Summary* prepared by the Missouri State Highway Patrol. We obtained statistics on the number of marriages and dissolutions of marriage from *Missouri Vital Statistics 1998* published by the Department of Health.

We obtained information on federal and state grant funding provided to domestic violence shelters through the Department of Public Safety, the Department of Social Services - Division of Family Services, the Department of Health and the Missouri Housing Development Corporation as well as tax credit programs managed by the Department of Public Safety and the Department of Economic Development. We evaluated if the state was participating in all applicable federal grant programs that could provide funding to domestic violence shelters. No concerns were noted regarding this issue.

We also reviewed the requirements of Sections 455.200 to 455.230, 479.261 and 451.151, RSMo as they were in place in 1998 and subsequent revisions to these statutes.

The audit was made in accordance with applicable generally accepted government auditing standards and included such tests of the procedures and records as were deemed appropriate under the circumstances.

### **BACKGROUND**

#### **Timeline for Domestic Violence Shelter Programs**

The need to establish programs to provide assistance to victims of domestic violence in Missouri began to be recognized in the late 1970s. The Missouri Coalition Against Domestic Violence (MCADV), whose member agencies provide services to domestic violence victims, was established in 1980. In 1982, the state legislature enacted Sections 455.200 to 455.230, RSMo that allowed counties and the city of St. Louis to adopt optional fees for the purpose of providing funding to shelters for victims of domestic violence. Section 451.151, RSMo enacted in 1990 established a mandatory \$5 fee on all marriage licenses issued. Section 479.261, RSMo enacted in 1991 allowed counties and cities to access an optional \$1 fee on criminal cases passing through the local court systems. Various state and federal grant programs as well as state tax credit programs which benefit domestic violence shelters have also been established in the last twenty years.

*(See Appendix III, page 21, for a timeline on domestic violence funding.)*

#### **Current Funding**

In 1998, total disbursement of mandatory and optional domestic violence fees collected by all counties and the city of St. Louis was about \$1,070,000. In 1998, surveyed cities disbursed about \$257,000 directly to shelters and \$68,000 to counties for later distribution to shelters. We obtained financial data for 48 of the state's domestic violence shelters. From this data, we estimated annual domestic violence shelter revenues of approximately \$24 million. The domestic violence funding provided by the mandatory and optional domestic violence fees made up approximately 5 percent of this total.

We identified approximately \$15 million in state and federal funding in state fiscal year 1999 that was awarded to domestic violence shelters. Federal and state grant awards appeared to represent approximately 60 percent of annual shelter funding. The other 35 percent of annual shelter funding comes from interest income, local fund raisers, and contributions or donations that would include donations associated with related tax credit programs.

Some of the larger domestic violence shelter providers also operate mental health programs and receive funding from the Department of Mental Health. A few shelters also offer transitional housing programs or job training programs. We excluded, when possible, these programs from the total estimated shelter revenue noted above.

## **Number of Domestic Violence Shelters in the State**

According to the MCADV, there were 12 member residential service (shelters, safe houses, and motel placement) providers in 1980, 22 in 1990 and 50 at January 1, 2000. Most but not all shelters receiving domestic violence funding are members of the coalition.

### **Statutes**

Our audit examined local government compliance with the following state statutes as they existed in 1998. Section 455.205, RSMo was revised in 1999 and that change reduced the \$10 fee on dissolutions of marriage to \$2. It appears the legislature intended to expand the optional fee to all civil cases in the courts; however, some necessary language was not changed. Effective August 28, 2000 statutory changes became effective correcting the wording error that expanded the applicability of this fee to all civil cases. Section 479.261, RSMo was also revised in 1999 and changed the \$1 optional fee on criminal cases to \$2. Both revisions allowed local governments that had not already passed the optional fee an opportunity to do so before January 1, 2000. The recent revision to Section 455.205, RSMo extended the period for adoption of those optional fees until any date prior to January 1, 2001.

The following section summarizes domestic violence statutes as they were in place during 1998:

Section 455.205, RSMo provides that the governing body of any county, or of any city not within a county (St. Louis), by order or ordinance to be effective prior to January 1, 1997, may impose a \$5 fee upon the issuance of a marriage license and may impose a \$10 surcharge upon the granting of a decree of dissolution of marriage by a circuit court under the provisions of section 452.305, RSMo.

Section 455.210, RSMo provides that the governing body of the city or county shall designate in the order or ordinance imposing the fees, as provided in Section 455.205, RSMo an appropriate board, commission, agency or other body of the county, or city, as the authority to administer the allocation and distribution of the funds to shelters for victims of domestic violence in the manner provided in Sections 455.200 to 455.230, RSMo. The members of the designated authority may be reimbursed from the special fund for moneys actually and necessarily expended in the performance of their duties under the provisions of Sections 455.200 to 455.230, RSMo, but not more than five percent of the fees collected pursuant to Section 455.205, RSMo may be used for such purposes.

Section 455.215, RSMo provides that a shelter for victims of domestic violence may apply to the designated authority for funds to be used for the funding of the shelter. All applications shall be submitted by October 1 of the year preceding the calendar year for which the funding is desired, and shall include all of the following:

1. Evidence that the shelter is incorporated in this state as a nonprofit corporation;
2. A list of the directors of the corporation, and a list of the trustees of the shelter if different;
3. The proposed budget of the shelter for the following calendar year;

4. A summary of the services proposed to be offered in the following calendar year;
5. An estimate of the number of persons to be served during the following calendar year.

Upon receipt of an application for funds from a shelter that meets the criteria set forth in Section 455.220, RSMo the designated authority, on or before the November 15 of the year in which the application is filed, shall notify the shelter, in writing, whether it is eligible to receive funds, and if the shelter is eligible, specify the amount available for that shelter from the fees collected pursuant to section 455.205, RSMo. Funds allocated to shelters shall be paid to the shelters twice annually, on January 1 and July 1 of the year following the year in which the application is filed.

Section 455.220, RSMo provides that to qualify for funds allocated and distributed pursuant to Section 455.215, RSMo a shelter shall meet all of the following requirements:

1. Be incorporated in the state as a nonprofit corporation;
2. Have trustees who represent the racial, ethnic and socioeconomic diversity of the community to be served, at least one of whom must possess personal experience in confronting or mitigating the problems of domestic violence;
3. Receive at least 25 percent of its funds from sources other than funds distributed pursuant to section 455.215, RSMo. These other sources may be public or private and may include contributions of goods or services, including materials, commodities, transportation, office space or other types of facilities or personal services;
4. Provide residential service or facilities for children when accompanied by a parent, guardian, or custodian who is a victim of domestic violence and who is receiving temporary residential service at the shelter;
5. Require persons employed by or volunteering services to the shelter to maintain the confidentiality of any information that would identify individuals served by the shelter.

Section 455.225, RSMo provides if a designated authority receives applications from more than one qualified shelter for victims of domestic violence and the requests for the funds exceed the amount of funds available, funds shall be allocated on the basis of the following priorities:

1. To shelters in existence on August 13, 1982;
2. To shelters offering or proposing to offer the broadest range of services and referrals to the community served, including medical, psychological, financial, educational, vocational, child care services and legal services;
3. To other facilities offering or proposing to offer services specifically to victims of physical domestic violence;
4. To other qualified shelters.

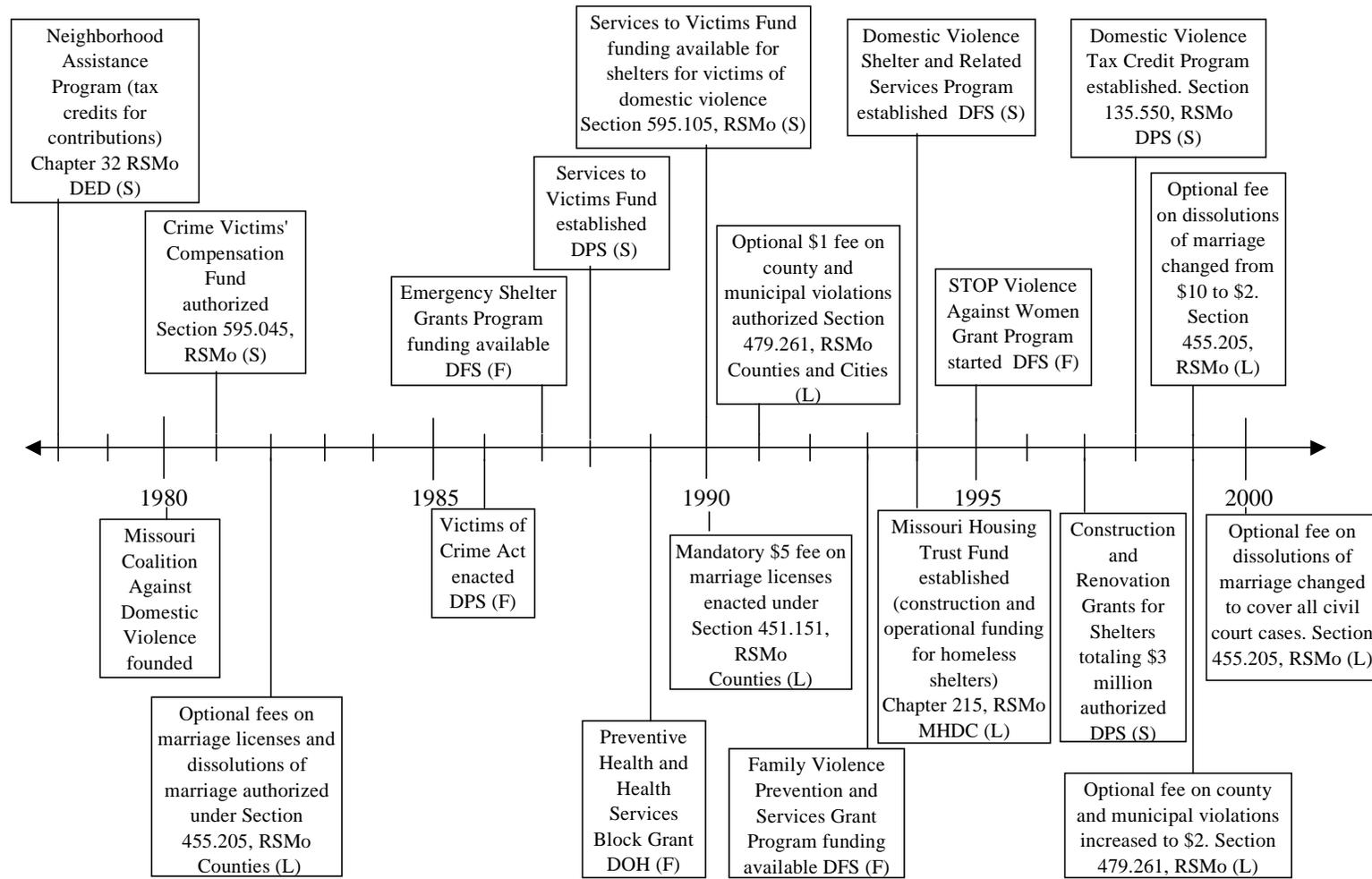
Section 455.230, RSMo provides that a shelter for victims of domestic violence that receives funds pursuant to Sections 455.200 to 455.230, RSMo shall file an annual report with the designated authority of the county, or of the city not within a county, in which it is located, on or

before March 31 of the year following the year in which funds were received. The annual report shall include statistics on the number of persons served by the shelter, the relationship of the victim of domestic violence to the abuser, the number of referrals made for medical, psychological, financial, educational, vocational, child care services or legal services, and shall include the results of an independent audit. No information contained in the report shall identify any person served by the shelter or enable any person to determine the identity of any such person. The designated authority shall compile the reports filed if received from more than one shelter.

Section 451.151, RSMo provides that in addition to any other fee for the issuance of a marriage license there is hereby imposed a fee of \$20 to be paid by the person applying for such license. Such fee shall be collected by the recorder of deeds at the time the marriage license is issued and \$5 of this fee shall be paid to the county treasurer and deposited in a special trust fund to be expended only to provide financial assistance to shelters for victims of domestic violence, established pursuant to Sections 455.200 to 455.230, RSMo.

Section 479.261, RSMo provides that in addition to all other court costs for county or municipal ordinance violations, any county or any city having a shelter for victims of domestic violence established pursuant to Sections 455.200 to 455.230, RSMo, or any municipality within a county which has such shelter, or any county or municipality whose residents are victims of domestic violence and are admitted to such shelters may, by order or ordinance to be effective prior to January 1, 1997, provide for an additional surcharge in the amount of \$1 per case for each criminal case including county or municipal ordinance violation cases filed before a municipal division judge or associate circuit judge. The county or city shall use such moneys only for the purpose of providing operating expenses for shelters for battered persons as defined in Sections 455.200 to 455.230, RSMo.

TIMELINE OF DOMESTIC VIOLENCE FUNDING



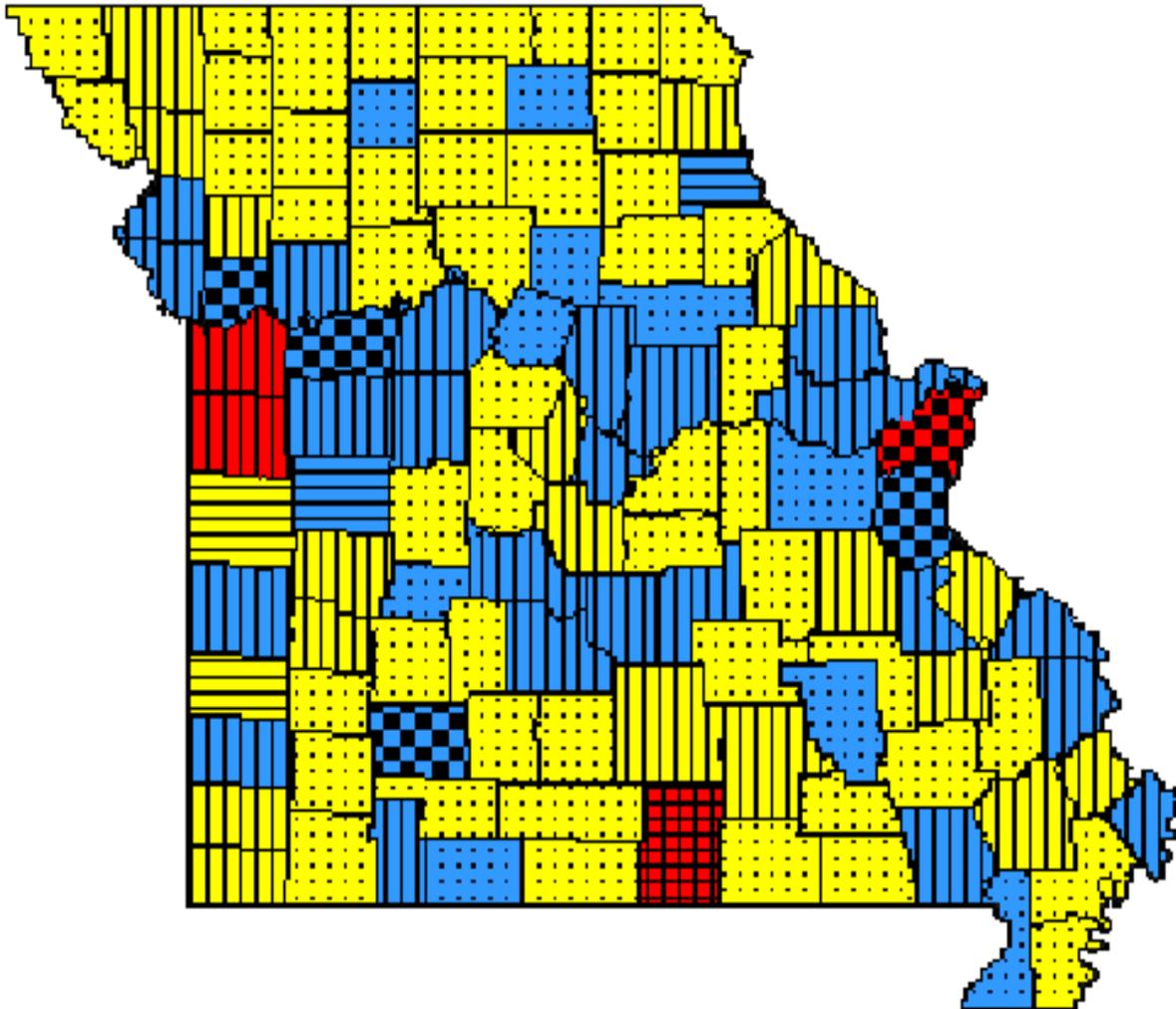
**Funding**

- (F) Federal
- (S) State
- (L) Local

**Departments**

- (DED) Department of Economic Development
- (DFS) Department of Social Services - Division of Family Services
- (DPS) Department of Public Safety
- (DOH) Department of Health
- (MHDC) Missouri Housing Development Commission

SHELTER LOCATIONS AND OPTIONAL FEES BY COUNTY (12/31/98)



Shelter Status

- No shelter in county
- One shelter in county
- Multiple shelters in county

Optional Fees Collected

- None
- Civil case
- Civil and criminal case
- Civil case and marriage
- All three

Each county is represented by a shelter and an optional fees collected description.

APPENDIX V

DOMESTIC VIOLENCE FUND FINANCIAL ACTIVITY - COUNTIES  
YEAR ENDED DECEMBER 31, 1998

| County/City of St. Louis | Beginning Balance | Domestic Violence Fee Revenue | Interest & Other | Disbursements | Ending Balance |
|--------------------------|-------------------|-------------------------------|------------------|---------------|----------------|
| Adair                    | \$ 1,197          | 1,140                         | 106              | 0             | 2,443          |
| Andrew                   | 0                 | 2,260                         | 0                | 2,260         | 0              |
| Atchison                 | 3,493             | 382                           | 175              | 0             | 4,050          |
| Audrain                  | 1,146             | 1,110                         | 34               | 1,146         | 1,144          |
| Barry                    | 680               | 1,170                         | 20               | 1,074         | 796            |
| Barton                   | 0                 | 1,239                         | 0                | 1,239         | 0              |
| Bates                    | 105               | 1,295                         | 0                | 1,400         | 0              |
| Benton                   | 328               | 595                           | 105              | 704           | 324            |
| Bollinger                | 3,396             | 370                           | 346              | 0             | 4,112          |
| Boone                    | 697               | 16,670                        | 306              | 16,913        | 760            |
| Buchanan                 | 6,623             | 12,670                        | 175              | 12,441        | 7,027          |
| Butler                   | 5,270             | 9,360                         | 4,084            | 13,777        | 4,937          |
| Caldwell                 | 540               | 295                           | 0                | 565           | 270            |
| Callaway                 | 826               | 3,687                         | 0                | 3,760         | 753            |
| Camden                   | 1,792             | 5,616                         | 58               | 4,216         | 3,250          |
| Cape Girardeau           | 21,550            | 8,251                         | 0                | 22,021        | 7,780          |
| Carroll                  | 3,287             | 390                           | 81               | 1,500         | 2,258          |
| Carter                   | 177               | 190                           | 4                | 178           | 193            |
| Cass                     | 3,594             | 7,525                         | 157              | 7,012         | 4,264          |
| Cedar                    | 400               | 1,510                         | 0                | 1,420         | 490            |
| Chariton                 | 2,257             | 320                           | 118              | 0             | 2,695          |
| Christian                | 0                 | 2,295                         | 0                | 2,295         | 0              |
| Clark                    | 916               | 420                           | 0                | 1,056         | 280            |
| Clay                     | 27,486            | 32,708                        | 949              | 35,473        | 25,670         |
| Clinton                  | 0                 | 2,270                         | 9                | 2,279         | 0              |
| Cole                     | 0                 | 11,960                        | 120              | 12,080        | 0              |
| Cooper                   | 1,183             | 685                           | 65               | 1,687         | 246            |
| Crawford                 | 7,076             | 852                           | 365              | 4,000         | 4,293          |
| Dade                     | 35                | 235                           | 0                | 0             | 270            |
| Dallas                   | 35                | 585                           | 0                | 435           | 185            |
| Daviess                  | 173               | 355                           | 13               | 0             | 541            |
| Dekalb                   | 0                 | 566                           | 0                | 566           | 0              |
| Dent                     | 5,280             | 700                           | 0                | 0             | 5,980          |
| Douglas                  | 621               | 580                           | 18               | 1,100         | 119            |
| Dunklin                  | 2,570             | 1,275                         | 0                | 2,400         | 1,445          |
| Franklin                 | 6,233             | 3,925                         | 248              | 4,690         | 5,716          |
| Gasconade                | 2,326             | 550                           | 64               | 1,000         | 1,940          |
| Gentry                   | 1,490             | 255                           | 0                | 0             | 1,745          |
| Greene                   | 46,838            | 49,894                        | 2,157            | 42,000        | 56,889         |
| Grundy                   | 1,194             | 475                           | 19               | 1,229         | 459            |
| Harrison                 | 0                 | 465                           | 0                | 465           | 0              |
| Henry                    | 150               | 2,445                         | 15,838           | 18,243        | 190            |
| Hickory                  | 248               | 274                           | 0                | 250           | 272            |
| Holt                     | 1,710             | 165                           | 0                | 0             | 1,875          |
| Howard                   | 915               | 310                           | 52               | 400           | 877            |
| Howell (1)               | 1,567             | 6,529                         | 0                | 8,096         | 0              |
| Iron                     | 1,158             | 550                           | 34               | 1,200         | 542            |
| Jackson                  | 57,762            | 91,412                        | 530              | 97,381        | 52,323         |
| Jasper                   | 8,006             | 18,669                        | 197              | 19,274        | 7,598          |
| Jefferson (1)            | 6,495             | 36,349                        | 0                | 33,795        | 9,049          |
| Johnson                  | 741               | 5,950                         | 18,337           | 24,235        | 793            |
| Knox                     | 1,260             | 115                           | 63               | 0             | 1,438          |
| Laclede                  | 6,061             | 6,160                         | 12,135           | 21,184        | 3,172          |
| Lafayette                | 14,506            | 6,355                         | 4,648            | 18,775        | 6,734          |
| Lawrence                 | 0                 | 1,221                         | 0                | 1,221         | 0              |
| Lewis                    | 2,490             | 1,150                         | 0                | 1,500         | 2,140          |
| Lincoln                  | 6,254             | 5,137                         | 215              | 5,000         | 6,606          |
| Linn                     | 1,000             | 420                           | 0                | 970           | 450            |
| Livingston               | 2,013             | 615                           | 78               | 0             | 2,706          |
| Macon                    | 1,024             | 585                           | 72               | 0             | 1,681          |

**APPENDIX V**

**DOMESTIC VIOLENCE FUND FINANCIAL ACTIVITY - COUNTIES (cont.)**  
**YEAR ENDED DECEMBER 31, 1998**

| County/City of St. Louis | Beginning Balance   | Domestic Violence Fee Revenue | Interest & Other | Disbursements    | Ending Balance   |
|--------------------------|---------------------|-------------------------------|------------------|------------------|------------------|
| Madison                  | 5,893               | 2,400                         | 168              | 2,338            | 6,123            |
| Maries                   | 686                 | 300                           | 36               | 0                | 1,022            |
| Marion                   | 1,328               | 3,150                         | 16               | 4,493            | 1                |
| McDonald                 | 1,050               | 2,420                         | 0                | 2,410            | 1,060            |
| Mercer                   | 20                  | 195                           | 0                | 200              | 15               |
| Miller                   | 29,521              | 2,778                         | 2,052            | 0                | 34,351           |
| Mississippi              | 185                 | 1,750                         | 0                | 1,705            | 230              |
| Moniteau                 | 1,325               | 1,650                         | 48               | 1,607            | 1,416            |
| Monroe                   | 971                 | 380                           | 44               | 386              | 1,009            |
| Montgomery               | 3,508               | 355                           | 80               | 0                | 3,943            |
| Morgan                   | 350                 | 750                           | 38               | 515              | 623              |
| New Madrid               | 0                   | 710                           | 0                | 710              | 0                |
| Newton                   | 3,630               | 7,527                         | 0                | 7,237            | 3,920            |
| Nodaway                  | 210                 | 2,830                         | 0                | 3,040            | 0                |
| Oregon                   | 355                 | 420                           | 0                | 355              | 420              |
| Osage                    | 1,430               | 400                           | 0                | 1,800            | 30               |
| Ozark                    | 215                 | 355                           | 0                | 570              | 0                |
| Pemiscot                 | 9,151               | 885                           | 521              | 0                | 10,557           |
| Perry (1)                | 0                   | 2,915                         | 0                | 2,915            | 0                |
| Pettis                   | 9,482               | 6,185                         | 448              | 7,259            | 8,856            |
| Phelps                   | 2,036               | 6,270                         | 154              | 6,460            | 2,000            |
| Pike                     | 1,955               | 2,130                         | 0                | 1,500            | 2,585            |
| Platte                   | 6,065               | 8,540                         | 601              | 8,758            | 6,448            |
| Polk                     | 680                 | 1,030                         | 0                | 1,560            | 150              |
| Pulaski (1)              | 9,478               | 7,808                         | 10,141           | 17,805           | 9,622            |
| Putnam                   | 57                  | 275                           | 7                | 0                | 339              |
| Ralls                    | 245                 | 440                           | 5                | 417              | 273              |
| Randolph                 | 1,237               | 1,252                         | 0                | 1,799            | 690              |
| Ray                      | 3,447               | 2,720                         | 166              | 3,072            | 3,261            |
| Reynolds                 | 20                  | 195                           | 0                | 200              | 15               |
| Ripley                   | 0                   | 645                           | 16               | 661              | 0                |
| St. Charles (1)          | 42,079              | 48,773                        | 1,706            | 54,800           | 37,758           |
| St. Clair                | 510                 | 1,175                         | 0                | 1,130            | 555              |
| St. Francois             | 4,993               | 9,688                         | 141              | 9,317            | 5,505            |
| St. Louis (1)            | 265,729             | 262,025                       | 19,283           | 233,204          | 313,833          |
| Ste. Genevieve           | 1,072               | 2,265                         | 45               | 2,121            | 1,261            |
| Saline                   | 1,687               | 2,215                         | 125              | 3,869            | 158              |
| Schuyler                 |                     | 135                           | 0                | 135              | 0                |
| Scotland                 | 135                 | 240                           | 0                | 275              | 100              |
| Scott                    | 3,745               | 6,550                         | 214              | 5,011            | 5,498            |
| Shannon                  | 120                 | 660                           | 0                | 0                | 780              |
| Shelby                   | 1,791               | 207                           | 0                | 0                | 1,998            |
| Stoddard                 | 13,087              | 5,069                         | 619              | 0                | 18,775           |
| Stone                    | 2,867               | 2,745                         | 0                | 5,492            | 120              |
| Sullivan                 | 335                 | 340                           | 0                | 665              | 10               |
| Taney (1)                | 4,237               | 3,618                         | 0                | 5,273            | 2,582            |
| Texas                    | 16,418              | 2,430                         | 983              | 3,050            | 16,781           |
| Vernon                   | 0                   | 2,790                         | 27               | 2,817            | 0                |
| Warren                   | 0                   | 2,630                         | 24               | 2,654            | 0                |
| Washington               | 998                 | 3,176                         | 964              | 3,515            | 1,623            |
| Wayne                    | 385                 | 700                           | 26               | 1,000            | 111              |
| Webster                  | 3,672               | 1,109                         | 241              | 0                | 5,022            |
| Worth                    | 786                 | 100                           | 12               | 0                | 898              |
| Wright                   | 854                 | 805                           | 82               | 205              | 1,536            |
| City of St. Louis (2)    | 343,514             | 161,239                       | 0                | 200,000          | 304,753          |
| <b>Total</b>             | <b>\$ 1,077,718</b> | <b>961,850</b>                | <b>101,028</b>   | <b>1,070,210</b> | <b>1,070,386</b> |

(1) Revenues include monies collected by one or more cities within this county. The total revenues generated by cities included in the above financial activity is \$127,359 of that \$113,621 was received by St. Louis County.

(2) For the city's fiscal year ended June 30, 1999

APPENDIX VI

**DOMESTIC VIOLENCE FUND FINANCIAL ACTIVITY - CITIES  
FOR FISCAL YEARS ENDED IN LATE 1998 OR EARLY 1999**

| City                        | Beginning<br>Balance | Fee<br>Revenue | Interest<br>& Other | Disbursements | Ending<br>Balance |
|-----------------------------|----------------------|----------------|---------------------|---------------|-------------------|
| Arnold (1)                  | \$ 523               | 5,114          | 0                   | 4,886         | 751               |
| Bellefontaine Neighbors (1) | 306                  | 3,300          | 0                   | 3,606         | 0                 |
| Belton                      | 632                  | 4,679          | 0                   | 4,967         | 344               |
| Berkeley (1)                | 0                    | 4,840          | 0                   | 4,840         | 0                 |
| Bridgeton (1)               | 0                    | 3,524          | 0                   | 3,524         | 0                 |
| Cape Girardeau              | 421                  | 6,537          | 0                   | 6,140         | 818               |
| Carthage                    | 0                    | 1,477          | 0                   | 1,477         | 0                 |
| Chesterfield (1)            | 0                    | 5,419          | 0                   | 5,419         | 0                 |
| Clayton (1)                 | 245                  | 2,810          | 0                   | 2,761         | 294               |
| Crestwood (1)               | 0                    | 1,436          | 0                   | 1,436         | 0                 |
| Creve Coeur                 | 2,143                | 5,039          | 0                   | 4,735         | 2,447             |
| Excelsior Springs           | 0                    | 2,736          | 0                   | 2,736         | 0                 |
| Ferguson (1)                | 0                    | 6,040          | 0                   | 6,040         | 0                 |
| Florissant (1)              | 0                    | 5,950          | 0                   | 5,950         | 0                 |
| Gladstone                   | 3,075                | 5,949          | 0                   | 5,679         | 3,345             |
| Grandview                   | 6,810                | 7,353          | 0                   | 0             | 14,163            |
| Hannibal                    | 193                  | 2,912          | 0                   | 2,849         | 256               |
| Hazelwood                   | 1,313                | 2,245          | 0                   | 2,502         | 1,056             |
| Independence                | 6,134                | 22,305         | 0                   | 23,586        | 4,853             |
| Jackson                     | 0                    | 894            | 0                   | 894           | 0                 |
| Jefferson City              | 453                  | 4,851          | 0                   | 4,797         | 507               |
| Joplin                      | 0                    | 13,834         | 0                   | 13,834        | 0                 |
| Kansas City                 | 37,238               | 176,359        | 0                   | 105,000       | 108,597           |
| Kirkwood (1)                | 59                   | 4,472          | 0                   | 4,472         | 59                |
| Lebanon                     | 296                  | 2,527          | 0                   | 2,400         | 423               |
| Lee's Summit                | 9,842                | 13,069         | 0                   | 0             | 22,911            |
| Liberty                     | 2                    | 3,954          | 0                   | 3,605         | 351               |
| Marshall                    | 96                   | 1,106          | 0                   | 1,106         | 96                |
| Maryland Heights (1)        | 0                    | 9,586          | 0                   | 9,586         | 0                 |
| Mexico                      | 846                  | 1,245          | 14                  | 846           | 1,259             |
| Moberly                     | 93                   | 1,207          | 0                   | 941           | 359               |
| Popular Bluff               | 0                    | 3,737          | 0                   | 3,737         | 0                 |
| Raytown                     | 0                    | 11,007         | 0                   | 11,007        | 0                 |
| Richmond Heights (1)        | 0                    | 2,267          | 0                   | 2,267         | 0                 |
| Rolla                       | 0                    | 2,271          | 0                   | 2,271         | 0                 |
| St. Ann (1)                 | 0                    | 5,872          | 0                   | 5,872         | 0                 |
| Sedalia                     | 152                  | 3,270          | 0                   | 3,156         | 266               |
| Springfield                 | 3,721                | 43,858         | 0                   | 44,118        | 3,461             |
| University City             | 1,020                | 6,288          | 0                   | 0             | 7,308             |
| Warrensburg                 | 0                    | 2,919          | 0                   | 2,919         | 0                 |
| Webster Groves (1)          | 417                  | 4,586          | 0                   | 4,441         | 562               |
| West Plains                 | 0                    | 1,760          | 0                   | 1,595         | 165               |
| Wildwood (1)                | 0                    | 3,538          | 0                   | 3,538         | 0                 |
| Totals                      | \$ 76,030            | 424,142        | 14                  | 325,535       | 174,651           |

(1) City disburses monies to the county in which it is located. Amounts are also included in revenues of the county on Appendix V.

| <u>Surveyed Cities Not Collecting The Optional Fee</u> | <u>Surveyed Cities Not Providing Financial Data<br/>Which Are Collecting The Optional Fee</u> |
|--|---|
| Ballwin  | Blue Springs  |
| Columbia   | Farmington  |
| Fulton   | Jennings  |
| Kennett  | O'Fallon  |
| Kirksville   |   |
| Maryville  |   |
| Nixa   |   |
| Overland   |   |

**APPENDIX VII**

**COUNTIES AND CITIES HOLDING DOMESTIC VIOLENCE MONIES  
YEAR ENDED DECEMBER 31, 1998 OR NEAREST FISCAL YEAR END**

| County  | Reported<br>Fee<br>Revenue | Expenditures | Fund<br>Balance   | Estimated Years<br>of Revenue<br>Held | Balance<br>Distributed<br>In Next Year |
|---|----------------------------|--------------|-------------------|---------------------------------------|--|
| Miller  | \$ 2,778                   | 0            | 34,351            | 12                                    |  |
| Stoddard  | 5,069                      | 0            | 18,775            | 4                                     | Partially                              |
| Pemiscot  | 885                        | 0            | 10,557            | 12                                    |  |
| Dent  | 700                        | 0            | 5,980             | 9                                     |  |
| Webster   | 1,109                      | 0            | 5,022             | 5                                     |  |
| Bollinger                                       | 370                        | 0            | 4,112             | 11                                    | Yes                                    |
| Atchison  | 382                        | 0            | 4,050             | 11                                    |  |
| Montgomery                                      | 355                        | 0            | 3,943             | 11                                    |  |
| Livingston                                      | 615                        | 0            | 2,706             | 4                                     | Yes                                    |
| Chariton  | 320                        | 0            | 2,695             | 8                                     |  |
| Adair   | 1,140                      | 0            | 2,443             | 2                                     |  |
| Shelby  | 207                        | 0            | 1,998             | 10                                    |  |
| Holt  | 165                        | 0            | 1,875             | 11                                    |  |
| Gentry  | 255                        | 0            | 1,745             | 7                                     |  |
| Macon   | 585                        | 0            | 1,681             | 3                                     |  |
| Knox  | 115                        | 0            | 1,438             | 13                                    |  |
| Maries  | 300                        | 0            | 1,022             | 3                                     | Yes                                    |
| Worth   | 100                        | 0            | 898               | 9                                     |  |
| Shannon   | 660                        | 0            | 780               | 1                                     |  |
| Daviess   | 355                        | 0            | 541               | 2                                     |  |
| Putnam  | 275                        | 0            | 339               | 1                                     | Yes                                    |
| Dade  | 235                        | 0            | 270               | 1                                     |  |
| County Total                                    |                            |              | <u>107,221</u>    |                                       |  |
| <u>City</u>                                     |                            |              |                   |                                       |  |
| Lee's Summit                                    | 13,069                     | 0            | 22,911            | 2                                     | Yes                                    |
| Grandview                                       | 7,353                      | 0            | 14,163            | 2                                     | Yes                                    |
| University City                                 | 6,288                      | 0            | 7,308             | 1                                     | Yes                                    |
| City Total                                      |                            |              | <u>44,382</u>     |                                       |  |
| <u>County or City Partially Holding Funding</u> |                            |              |                   |                                       |  |
| City of St. Louis                               | 161,239                    | 200,000      | 304,753           | 2                                     |  |
| Texas   | 2,430                      | 3,050        | 16,781            | 7                                     |  |
| Madison   | 2,400                      | 2,338        | 6,123             | 3                                     |  |
| Crawford  | 852                        | 4,000        | 4,293             | 5                                     |  |
| Carroll   | 390                        | 1,500        | 2,258             | 6                                     |  |
| Lewis   | 1,150                      | 1,500        | 2,140             | 2                                     |  |
| Gasconade                                       | 550                        | 1,000        | 1,940             | 4                                     |  |
| Wright  | 805                        | 205          | 1,536             | 2                                     |  |
| Monroe  | 380                        | 386          | 1,009             | 3                                     |  |
| Howard  | 310                        | 400          | 877               | 3                                     |  |
| Partial Hold Total                              |                            |              | <u>341,710</u>    |                                       |  |
| Grand Total                                     |                            |              | <u>\$ 493,313</u> |                                       |  |

APPENDIX VIII

SUMMARY OF SURVEY RESPONSES - COUNTIES

| County         | Shelter Funding Request Met Statutory Requirements | Shelter Met Eligibility Requirements | Shelter Submitted Annual Report by Deadline | Statistics Reported Complied with Requirements | Shelter Submitted Audit Results |
|----------------|--|--------------------------------------|---|--|---------------------------------|
| Adair          | N/A  | N/A                                  | N/A   | N/A  | N/A                             |
| Andrew         | Y  | Y                                    | Y   | Y  | Y                               |
| Atchison       | N/A  | N/A                                  | N/A   | N/A  | N/A                             |
| Audrain        | Y  | Y                                    | Y   | N  | N                               |
| Barry          | Y  | Y                                    | Y   | Y  | Y                               |
| Barton         | Y  | Y                                    | Y   | Y  | Y                               |
| Bates          | Y  | Y                                    | N   | N  | N                               |
| Benton         | N  | Y                                    | N   | N  | N                               |
| Bollinger      | NOA  | NOA                                  | N/A   | N/A  | N/A                             |
| Boone          | Y  | Y                                    | Y   | Y  | Y                               |
| Buchanan       | Y  | Y                                    | N   | N  | N                               |
| Butler         | Y  | Y                                    | Y   | Y  | N                               |
| Caldwell       | NOA  | NOA                                  | NOA   | NOA  | NOA                             |
| Callaway       | Y  | Y                                    | N   | N  | N                               |
| Camden         | Y  | Y                                    | Y   | N  | N                               |
| Cape Girardeau | Y  | Y                                    | Y   | Y  | Y                               |
| Carroll        | N  | U                                    | Y   | N  | N                               |
| Carter         | Y  | Y                                    | Y   | Y  | N                               |
| Cass           | Y  | Y                                    | Y   | Y  | Y                               |
| Cedar          | Y  | Y                                    | N   | Y  | Y                               |
| Chariton       | N  | U                                    | N/A   | N/A  | N/A                             |
| Christian      | NOA  | NOA                                  | N   | N  | N                               |
| Clark          | N/A  | N/A                                  | N/A   | N/A  | N/A                             |
| Clay           | Y  | Y                                    | Y   | Y  | Y                               |
| Clinton        | NOA  | NOA                                  | N   | N  | N                               |
| Cole           | N  | Y                                    | N   | N  | N                               |
| Cooper         | Y  | Y                                    | Y   | Y  | N                               |
| Crawford       | NOA  | NOA                                  | Y   | Y  | Y                               |
| Dade           | Y  | Y                                    | N/A   | N/A  | N/A                             |
| Dallas         | Y  | Y                                    | Y   | Y  | N                               |
| Daviess        | N/A  | N/A                                  | N/A   | N/A  | N/A                             |
| Dekalb         | NOA  | NOA                                  | N   | N  | Y                               |
| Dent           | N/A  | N/A                                  | N/A   | N/A  | N/A                             |
| Douglas        | NOA  | NOA                                  | NOA   | NOA  | NOA                             |
| Dunklin        | Y  | Y                                    | Y   | Y  | Y                               |
| Franklin       | Y  | Y                                    | Y   | Y  | Y                               |
| Gasconade      | Y  | Y                                    | N   | Y  | Y                               |
| Gentry         | N/A  | N/A                                  | N/A   | N/A  | N/A                             |
| Greene         | Y  | Y                                    | Y   | Y  | Y                               |
| Grundy         | Y  | U                                    | Y   | Y  | Y                               |
| Harrison       | Y  | Y                                    | N   | NOA  | NOA                             |
| Henry          | Y  | Y                                    | Y   | Y  | Y                               |
| Hickory        | Y  | Y                                    | N   | N  | N                               |
| Holt           | N/A  | N/A                                  | N/A   | N/A  | N/A                             |
| Howard         | Y  | Y                                    | Y   | Y  | Y                               |
| Howell         | Y  | U                                    | N   | N  | N                               |
| Iron           | Y  | Y                                    | Y   | N  | N                               |
| Jackson        | Y  | U                                    | Y   | N  | N                               |
| Jasper         | Y  | Y                                    | Y   | Y  | Y                               |
| Jefferson      | Y  | Y                                    | Y   | Y  | Y                               |
| Johnson        | NOA  | NOA                                  | N   | N  | N                               |
| Knox           | N/A  | N/A                                  | N/A   | N/A  | N/A                             |
| Laclede        | Y  | Y                                    | Y   | Y  | N                               |
| Lafayette      | Y  | Y                                    | Y   | Y  | Y                               |
| Lawrence       | Y  | U                                    | N   | Y  | Y                               |
| Lewis          | Y  | Y                                    | Y   | Y  | Y                               |
| Lincoln        | NOA  | NOA                                  | Y   | Y  | Y                               |

APPENDIX VIII

SUMMARY OF SURVEY RESPONSES - COUNTIES (cont.)

| County                    | Shelter Funding                    | Shelter Met Eligibility Requirements | Shelter Submitted Annual Report by Deadline | Statistics                          | Shelter Submitted Audit Results |
|---------------------------|------------------------------------|--------------------------------------|---|-------------------------------------|---------------------------------|
|                           | Request Met Statutory Requirements |                                      |   | Reported Complied with Requirements |                                 |
| Linn                      | N                                  | U                                    | N   | N                                   | N                               |
| Livingston                | Y                                  | U                                    | N/A   | N/A                                 | N/A                             |
| Macon                     | N/A                                | N/A                                  | N/A   | N/A                                 | N/A                             |
| Madison                   | Y                                  | Y                                    | N   | N                                   | Y                               |
| Maries                    | Y                                  | Y                                    | N/A   | N/A                                 | N/A                             |
| Marion                    | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| McDonald                  | NOA                                | NOA                                  | NOA   | Y                                   | Y                               |
| Mercer                    | N                                  | U                                    | N   | N                                   | N                               |
| Miller                    | Y                                  | Y                                    | N/A   | N/A                                 | N/A                             |
| Mississippi               | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| Moniteau                  | NOA                                | NOA                                  | NOA   | NOA                                 | NOA                             |
| Monroe                    | Y                                  | Y                                    | Y   | Y                                   | N                               |
| Montgomery                | N                                  | U                                    | N/A   | N/A                                 | N/A                             |
| Morgan                    | Y                                  | Y                                    | Y   | N                                   | N                               |
| New Madrid                | NOA                                | NOA                                  | N   | N                                   | N                               |
| Newton                    | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| Nodaway                   | N                                  | Y                                    | N   | Y                                   | Y                               |
| Oregon                    | Y                                  | U                                    | Y   | N                                   | N                               |
| Osage                     | NOA                                | NOA                                  | N   | N                                   | N                               |
| Ozark                     | Y                                  | Y                                    | Y   | N                                   | N                               |
| Pemiscot                  | N/A                                | N/A                                  | N/A   | N/A                                 | N/A                             |
| Perry                     | Y                                  | Y                                    | Y   | N                                   | Y                               |
| Pettis                    | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| Phelps                    | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| Pike                      | Y                                  | Y                                    | Y   | Y                                   | N                               |
| Platte                    | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| Polk                      | Y                                  | Y                                    | Y   | Y                                   | N                               |
| Pulaski                   | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| Putnam                    | Y                                  | U                                    | N/A   | N/A                                 | N/A                             |
| Ralls                     | Y                                  | Y                                    | Y   | Y                                   | N                               |
| Randolph                  | Y                                  | Y                                    | Y   | Y                                   | N                               |
| Ray                       | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| Reynolds                  | Y                                  | Y                                    | N   | Y                                   | Y                               |
| Ripley                    | N                                  | U                                    | N   | N                                   | N                               |
| St. Charles               | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| St. Clair                 | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| St. Francois              | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| St. Louis                 | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| Ste. Genevieve            | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| Saline                    | N                                  | Y                                    | N   | N                                   | N                               |
| Schuyler                  | N/A                                | N/A                                  | N/A   | N/A                                 | N/A                             |
| Scotland                  | NOA                                | NOA                                  | N   | N                                   | N                               |
| Scott                     | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| Shannon                   | N                                  | Y                                    | N/A   | N/A                                 | N/A                             |
| Shelby                    | N/A                                | N/A                                  | N/A   | N/A                                 | N/A                             |
| Stoddard                  | NOA                                | NOA                                  | N/A   | N/A                                 | N/A                             |
| Stone                     | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| Sullivan                  | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| Taney                     | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| Texas                     | Y                                  | Y                                    | NOA   | NOA                                 | NOA                             |
| Vernon                    | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| Warren                    | NOA                                | NOA                                  | NOA   | Y                                   | Y                               |
| Washington                | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| Wayne                     | Y                                  | Y                                    | Y   | Y                                   | Y                               |
| Webster                   | Y                                  | Y                                    | N/A   | N/A                                 | N/A                             |
| Worth                     | N/A                                | N/A                                  | N/A   | N/A                                 | N/A                             |
| Wright                    | N                                  | U                                    | N   | N                                   | N                               |
| City of St. Louis         | Y                                  | Y                                    | N   | Y                                   | NOA                             |
| <b>Summary of Results</b> |                                    |                                      |   |                                     |                                 |
| Yes (Y)                   | 74                                 | 72                                   | 58  | 57                                  | 49                              |
| No (N)                    | 12                                 | 0                                    | 27  | 29                                  | 36                              |
| No Answer (NOA)           | 16                                 | 16                                   | 6   | 5                                   | 6                               |
| Unknown (U)               | 0                                  | 14                                   | 0   | 0                                   | 0                               |
| Not Applicable (N/A)      | 13                                 | 13                                   | 24  | 24                                  | 24                              |
|                           | 115                                | 115                                  | 115   | 115                                 | 115                             |

APPENDIX IX

SUMMARY OF SURVEY RESPONSES - CITIES

| City                      | Shelter Funding Request Met Statutory Requirements | Shelter Met Eligibility Requirements | Shelter Submitted Annual Report by Deadline | Statistics Reported Complied with Requirements | Shelter Submitted Audit Results |
|---------------------------|--|--------------------------------------|---|--|---------------------------------|
| Belton                    | N  | U                                    | N   | N  | N                               |
| Cape Girardeau (1)        | N  | Y                                    | N   | N  | N                               |
| Carthage                  | NOA  | NOA                                  | NOA   | NOA  | NOA                             |
| Creve Coeur               | Y  | Y                                    | Y   | Y  | Y                               |
| Excelsior Springs         | N  | U                                    | NOA   | NOA  | NOA                             |
| Gladstone                 | Y  | Y                                    | Y   | Y  | Y                               |
| Hannibal                  | N  | Y                                    | Y   | Y  | Y                               |
| Hazelwood                 | N  | Y                                    | Y   | Y  | Y                               |
| Independence              | NOA  | NOA                                  | NOA   | NOA  | NOA                             |
| Jackson (1)               | N  | Y                                    | N   | N  | N                               |
| Jefferson City (1)        | N  | Y                                    | Y   | Y  | Y                               |
| Joplin                    | Y  | Y                                    | N   | N  | N                               |
| Kansas City               | Y  | Y                                    | Y   | Y  | Y                               |
| Lebanon                   | N  | Y                                    | N   | N  | N                               |
| Liberty                   | N  | U                                    | N   | N  | N                               |
| Marshall                  | Y  | Y                                    | N   | Y  | Y                               |
| Mexico                    | Y  | Y                                    | Y   | Y  | N                               |
| Moberly                   | Y  | Y                                    | Y   | Y  | N                               |
| Popular Bluff             | NOA  | NOA                                  | NOA   | NOA  | NOA                             |
| Raytown                   | Y  | Y                                    | Y   | Y  | Y                               |
| Rolla                     | Y  | Y                                    | Y   | Y  | Y                               |
| Sedalia (1)               | NOA  | Y                                    | N   | N  | N                               |
| Springfield               | NOA  | NOA                                  | NOA   | NOA  | NOA                             |
| Warrensburg               | NOA  | NOA                                  | NOA   | NOA  | NOA                             |
| <b>Summary of Results</b> |  |                                      |   |  |                                 |
| Yes (Y)                   | 9  | 16                                   | 10  | 11   | 9                               |
| No (N)                    | 9  | 0                                    | 8   | 7  | 9                               |
| No Answer (NOA)           | 6  | 5                                    | 6   | 6  | 6                               |
| Unknown (U)               | 0  | 3                                    | 0   | 0  | 0                               |
|                           | <u>24</u>  | <u>24</u>                            | <u>24</u>                                   | <u>24</u>                                      | <u>24</u>                       |

(1) City officials also responded that the compliance requirements under Sections 455.200 - 455.230, RSMo did not apply to cities.

|  |                                |   |
|--|--------------------------------|---|
| <u>Cities Using County as Designated Authority</u> | <u>Cities Not Imposing Fee</u> | <u>Cities Failing To Distribute In 1998</u> |
| Arnold   | Ballwin                        | Grandview                                   |
| Bellefontaine Neighbors                            | Columbia                       | Lee's Summit                                |
| Berkeley   | Fulton                         | University City                             |
| Bridgeton  | Kennet                         |   |
| Chesterfield                                       | Kirksville                     | <u>Cities Not Responding To Survey</u>      |
| Clayton  | Maryville                      | Blue Springs                                |
| Crestwood  | Nixa                           | Farmington                                  |
| Ferguson   | Overland                       | Jennings                                    |
| Florissant   | St. Charles                    | O'Fallon                                    |
| Jennings   | St. Joseph                     |   |
| Kirkwood   | St. Peters                     |   |
| Maryland Heights                                   | Sikeston                       |   |
| O'Fallon   | Town & Country                 |   |
| Richmond Heights                                   | Warrenton                      |   |
| St. Ann  | Washington                     |   |

**APPENDIX X****MISSOURI COALITION AGAINST DOMESTIC VIOLENCE****SHELTER STATISTICS****YEAR ENDED DECEMBER 31, 1998**

| Region      | Women<br>Sheltered | Children<br>Sheltered | Total<br>Bednights | People<br>Turned<br>Away |
|-------------|--------------------|-----------------------|--------------------|--------------------------|
| Kansas City | 1,087              | 1,109                 | 41,191             | 3,283                    |
| St. Louis   | 781                | 1,101                 | 36,818             | 1,363                    |
| Southwest   | 823                | 852                   | 33,173             | 392                      |
| Central     | 700                | 717                   | 24,082             | 172                      |
| Northwest   | 453                | 498                   | 15,102             | 87                       |
| Southeast   | 353                | 412                   | 14,745             | 35                       |
| Northeast   | 81                 | 80                    | 1,910              | 0                        |
| Totals      | 4,278              | 4,769                 | 167,021            | 5,332                    |